

General Plan 2020
Interest Group Committee Meeting Minutes
August 27, 2001
Revised September 24, 2001

Interest Group Committee:

Al Stehly	Farm Bureau
Bonnie Gendron	Back Country Coalition
Bruce Tabb	Environmental Development
Carolyn Chase	Coalition for Transportation Choices
Dan Silver	Endangered Habitats League
Diane Coombs	Citizen Coordinate for Century 3
Eric Bowlby	Sierra Club
Erik Bruvold	SD Regional Economic Development Corporation
Gary Piro	Save Our Land Values
Greg Lambron	Helix Land Company
Jim Whalen	Alliance for Habitat Conservation
Karen Messer	Buena Vista Audubon Society
Liz Higgins	San Diego Association of Realtors
Matt Adams	Building Industry Association
Michael Johnson	American Institute of Architects
Phil Pryde	San Diego Audubon
Terry Barker	American Society of Landscape Architects

Public at Large:

Barbara Lind	Jamul
Brent McDonald	Caltrans
Cathy O'Leary	
Charlene Ayers	
Dave Shibley	
Dorothy McKenney	Jamul/Dulzura Planning Group
Dutch Van Dierendonck	Ramona Planning Group
Eric Larson	Farm Bureau
Jan Van Dierendonck	Ramona Planning Group
Janet Anderson	Sierra Club
Jeanne Pagett	Fallbrook
Lynne Baker	Endangered Habitats League
Mike Stepner	SD Economic Development Corporation
Parke Troutman	UCSD
Ruth Potter	
Tracy Morgan-Hollingworth	SD Association of Realtors
Troy Murphree	Sweetwater Authority

County:

Karen Scarborough (DPLU, group facilitator)
Gary Pryor (DPLU)
Ivan Holler (DPLU)
LeAnn Carmichael (DPLU)
Michelle Yip (DPLU)
Eli Barbosa (DPLU)
Tom Harron (County Counsel)
Bob Citrano (BRW Consultant)

Jonathan Smulian (WRT Consultant)
Peggy Gentry (WRT Consultant)

Agenda Item II: Logistics –

- a) Minutes for July 30, 2001
 - There were no corrections made. J. Whalen moved to approve the minutes. M. Adams seconded the motion. Motion passed with one abstention (P. Pryde).
- b) Steering Committee Update
 - Some people have noted the desire to talk about prior action of altering concept D.
 - There is potentially some flexibility in the 1 du/10 ac depending on compatibility.
 - A motion was passed stating that RC-10 and RC-20 should have dual classification of Semi-Rural and rural, subject to conditions determining the classification.
 - There was general consensus that all the categories need to be further defined and explained.
 - There was further discussion on TDRs and it was apparent that there was concern and a desire by some to have it be utilized. There was consensus on having it be left within the “toolbox”.

Agenda Item III: Field Trip –

- a) Ramona and Lakeside on August 13, 2001
 - Last meeting was a field trip to Ramona, Barona and Lakeside and was hosted by Dutch Van Dierendonck (Ramona CPG chair).
 - About two-thirds of the committee attended.
 - The tour identified land uses on the ground.
 - Those who had attended agreed that the field trip was worthwhile and served some purpose.
- b) Future Field Trips
 - Margarette Morgan (Bonsall CPG chair) attended the Ramona and Lakeside tour and had invited the committee to take a field trip to the North County area (Bonsall, Fallbrook and Twin Oaks).
 - G. Piro expressed his concern over North County Metro because they do not have a planning group and wanted the tour to take transit into account.
 - Since there are full agendas for the two upcoming meetings, the committee expressed agreement on an alternate Monday. The next field trip will be Monday, September 17th.
 - L. Higgins felt that the tour should have a purpose and it should be known in advance. She also felt that we did not look at the possibilities and how the General Plan works, such as the concepts criteria and utilizing that as a reason for what to look at on the ground.
 - K. Scarborough confirmed that she would be more involved with the agenda setting for field trips to ensure that the intent of the tour is consistent with the committee's goals.
 - P. Pryde stated that he would like to look at Pauma Valley Road.
 - C. Chase emphasized the need to avoid traffic.

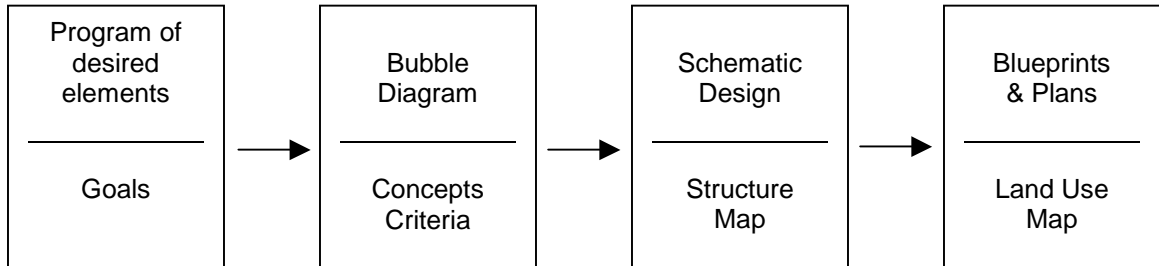
Agenda Item IV: Concepts Criteria –

- a) Structure Map

Introduction –

I. Holler introduced the structure map and emphasized that the map is a draft regional structure map. The map was based on the request from this committee and has been brought forth as a product for this committee prior to modeling. It represents the applications

of the concepts created by the committee and should be viewed as a bridge document to the Community Plans. This map would be analogous to building a home:



Overview –

- Village Core is where density is centered, Core Support consists of medium density, Semi-Rural is geared to recognize existing growth, and rural lands is characterized by large agricultural uses, public lands, open space easements and habitat corridors.
- L. Carmichael emphasized that when developing this map, staff utilized all the constraint maps (dwelling units, groundwater modeling, species sensitivity, slope, floodplain, etc.).
- The basis of the map is as follows: there are only four colors in which some are obliterated due to the hash marks in the green which represent public lands (green appears darker) and parcel lines (white lines obliterate areas almost entirely); the white portion on the left reflects the incorporated cities; gray reflects tribal lands; the blue line is the CWA line; and community planning/sponsor group lines are reflected.

Challenges – *There were many challenges that staff went through:*

- The Forest Conservation Initiative (FCI) lands remained at 1 du/40 ac. Even if parcels were much smaller, they were bound under the initiative.
- Valley Center has a great deal of parcelization but not to the extent of what was being discussed for the Semi-Rural category. The Core right now has inadequate roads and sewer is being built. There are two proposals for Valley Center. The first proposal recognizes the Core and assumes there will be infrastructure in 20 years. The other option recognizes more of the community desire and situation without sewer. The Core is much smaller, it reflects more of what exists, and the parcelization is more recognized.
- Concept C was pretty challenging as it gets into some detailed work. Staff was able to identify three potential areas.
 - ⇒ The light rail does touch North County Metro spots. Staff looked at the possibility of increasing densities to accommodate transit.
 - ⇒ I-15 and 76 – the County had for years envisioned some kind of industrial growth so staff had increased some residential for light industrial and to free up some transit.
 - ⇒ Deer Springs and I-15 – little industrial has been planned but have heard some interest.
- Knew no concept was going to be a cookie cutter fit or a pure A, B, C, D so staff had to figure out how they fit with the community, with the development, the circumstances and the constraints out there.
- San Diego Country Estates in Ramona – the Core Support area is supposed to be adjacent to the Core, however it is not adjacent but it is existing. We recognized it for what it was and placed it in Core Support.
- Did not require each community to have a Core. Twin Oaks is west of the CWA, adjacent to cities of Vista and San Marcos and has a lot of services provided by the cities in those

areas. Even though it would have been a concept B, it does not have a Core or Core Support so it only has a little bit of Semi-Rural and rural lands.

- Commercial and industrial – industrial is only mentioned in Core Support, however some communities have industrial in the Core. Ramona has a good example of that because they have some existing built in their Core.
- Specific plan areas – SPAs often have multiple uses with industrial, commercial, high density residential to moderate density residential to 1600 acre open space. In some cases where the specific plan was readily available and staff was familiar with those, we went ahead and mapped them as they are planned or are building out with the Core, Core Support and Rural lands. As we go to the more detailed maps, it might be worth pulling those out and figuring which category those fall in to. An example of that is Rams Hill in Borrego. It looks like there's a lot of Semi-Rural out there even though we do have those densities that are in the Semi-Rural and land that would probably end up in the green. Another example is Warner Springs that have the glider port and time-shift condos. The yellow is the outline of the whole specific plan and we will actually break it down to what it actually is. P. Pryde asked if the entire yellow area in Borrego Springs was Rams Hill. L. Carmichael responded that it was.
- Pine Valley – 4.3 du/ac or greater would constitute the Village Core in concept D. There are not a lot of communities east of the CWA that have those densities because once you are at 4.3 du/ac, there is a need for infrastructure and a lot of communities do not have it. Pine Valley has a little bit of commercial in the existing Country Town. In the brown, it has a fairly large area that is 2 du/ac and they exist as shown from the dwelling unit map. Even if it is on a groundwater and septic dependent area, through the years it became a resort style area and has now become a full-time community so we need to recognize that as 2 du/ac. In concept D, there is not a category that that would fall under and you can see that we expanded the range on our categories somewhat from what the concepts actually have in them because we felt the need to recognize the 2 du/ac otherwise it would have been placed under rural lands.
- East of the CWA line, the Village Core is not supposed to have lots greater than 10 acres but there were some cases with lots greater than 10 acres. For example, Borrego Springs has mobile home parks. They do not have individual lots and so they are not going to show up as parcelized in here but we have a density so obviously you need to have the appropriate category go in there. Tecate is all Core as it includes industrial and commercial and is entirely made up of lots greater than 10 acres.
- This is kind of interpretation, you said that the Village Core is supposed to support regional-scale commercial. From discussion heard from this group, one community's commercial may actually serve more than one community like Fallbrook serves Rainbow. I think that is more of the flavor of what you were talking about regional.
- J. Whalen asked how we were dealing with Indian reservations. By the concepts, we were kind of silent on those and those will affect what we do with traffic modeling and some of the more detailed maps in modifying adjacent uses.
- Some things did not fit in with the concepts like prisons and cemeteries.
- 10 acre category (1 du/10 ac) – there was discussion about wanting to preserve that category so small farms can continue to thrive and grow. The concepts did not really say anything about the 10 acre category. The question we had posed on Saturday (August 27) was should it fall under Semi-Rural or rural lands. For example, Pauma Valley has Semi-Rural all over it and so do areas in Valley Center. Those are reflecting those 10 acre farming areas and that is a question being posed to this group.

Announcement –

- K. Scarborough acknowledged Jonathon Smulian (WRT), Peggy Gentry (WRT), and Bob Citrano (BRW).
- J. Smulian stated that the consultants had worked on every one of these and took into account the concepts, goals and policies, and constraints. The structure map is a synthesis and not a ridged, straight application of the concepts. It was a team effort and is a process for discussion and no more at this point.

Questions/Issues –

- D. Coombs asked for an explanation of how SPAs were handled. Were they treated at their existing zoning or assuming projects would be approved. L. Carmichael responded that staff looked at what was on the ground and there was no assumption made or look at zoning.
- P. Pryde exclaimed that he wondered if staff had even read concept D. Most of the changes were done to D like the need to recognize 2 du/ac in existing Country Town and the red coloration for Core Support to reflect the fact that there is Core existing commercial as in Pine Valley. All of that is covered in concept D and there is no need for any changes. Concept D specifically says and was put in deliberately that small lots are grandfathered. For starters, there is a lot of yellow there that I do not understand why is yellow and am more concerned about the red which is planted all over the back country. Again concept D, in the Village Core area, says that commercial is allowed. For example, you have the Borrego airport stuck out in the middle of green colored red. The red not only allows some commercial but some relatively high density and I would suggest is not appropriate for around Borrego airport. L. Carmichael responded that Pine Valley has no red and is all Core and all of the lots are already divided into 2 du/ac. This map only gives the structure of core and core support, the next level mapping, detailed mapping would actually lock it in to 2 du/ac.
- K. Scarborough stated that the committee will be able to see the next round and that this is an iterative process. P. Pryde stated that the confidence level is not high and if the committee's input was concept D, it was not reflected on this map.
- L. Carmichael stated that exceptions were made to Borrego Springs in response to their request and the red is representative of densities that already exist. East of the CWA line should reflect existing densities and not future growth area.
- P. Pryde asked why Pine Valley wound up brown instead of red if all staff wanted was to justify the 2 acres that is already there. L. Carmichael stated that D only has brown and so that is why she had stated that on this, we had expanded the ranges on those cores to include 2 du/ac. P. Pryde officially requested that Village Core change to Core Support in concept D.
- B. Tabb stated that there needs to be discussion of whether existing SPAs should be ignored from a political and practical standpoint. L. Carmichael responded that the committee needs to give staff clear direction with how far do you go, do you go clear to the SPA designation on the property or those who come in with a specific plan document. B. Tabb responded with just those with a SPA already on it. G. Pryor responded that there may be another step that may take place in the process. What the consultants and staff tried to do today was to deliver what was on the ground today as we tried to fit the concepts together so we knew there was going to be comments like this.
- B. Tabb responded to what G. Pryor said about what is on the ground today. Looking at certain areas like Valley Center, Ramona, and a couple of others that go from red to green, he does not know how you can go from the Village Core to immediately open space. He asked how staff got to those areas that were designated urban densities to all of a sudden, open space without the yellow buffer. L. Carmichael stated that according to the concepts, the category Semi-Rural was not placed in areas for future growth in those areas but rather that category was to specifically recognize existing development. L. Carmichael stated that this group had decided that they did not want future growth at 1 du/2 and 4 acres. B. Tabb disagreed with L. Carmichael's understanding of the concept and said that he reads it as saying that you look at what is on the ground and if you are next to an area that is predominantly one acre lots then how can you not plan for future growth in any category.
- D. Silver stated that if the concept is valid and you feel that it has validity, we need to understand how they are applied, and are there areas that do not work or find a mechanism to fix it where it is not working. We need to know where the concepts are, as we understood them. P. Pryde brought up one point, which is the Semi-Rural outside of the Core areas, which looks like an areas that needs work. West of the CWA, there is a huge problem with apparently was done in putting into this 10 acre category because what he thinks of defining landscapes, we would certainly want to protect Pauma Valley

as one of them yet this map shows that valley going to 10 acre estate lots. There are things like that that clearly needs to be re-visited so the concept is not wrong but the application may be.

- G. Lambron commented that he did not imagine that the area west of the CWA line would be downzoned and that concept D in his mind would have been to look at the lack of the infrastructure that is not there and to use that as a basis. Would like to know why areas west of the CWA was downzoned especially after having MSCP already constraining our properties. L. Carmichael stated that in some cases, the downzoning was due to constraints. The Semi-Rural will only recognize existing parcelization and existing building that establishes that pattern. When we got to larger lot areas, by reading that category, it did not apply and when you got to areas that did not already have parcelization and some constraints on those, whether they are biological, steep slopes, floodplains, etc., they went into the rural category.
- K. Scarborough asked about areas with pre-agreements with MSCP on what will be developed and what will be protected. L. Carmichael responded that we looked at what constraints were on the land.
- E. Bowlby said that there seemed to be some kind of broad brush in the Semi-Rural areas. The picture that P. Pryde drew for concept D was not a concentric circle but rather a corridor, which had spirals sticking out that, encompassed areas that had a subdivision and had the parcelization and missed the larger parcels.
- K. Messer said that there may have been some confusion on what the concepts were supposed to do and whether it was to reflect existing or future growth. Yellow meant something different east of the line. We took out rural residential so there is no more growth as we are allowing further subdivisions within that category.
- E. Bruvold asked for a clarification on specific development when enhancing the Village Core. We were looking for the opportunity to upzone to encourage existing development to be re-used or re-developed or re-intensified in existing Village Core areas. L. Carmichael responded that there were certain areas that we looked at increasing, Ramona has a bit and the one of the versions of Valley Center had a tremendous amount. E. Bruvold commented on the range of Semi-Rural (1 du/ac to 1 du/10 ac) is too broad when in the communities and broader areas. A big swash of yellow can go to 1 du/ac in pristine landscape so we are going to have to see two colors.
- K. Messer made a point of clarification that the density categories are merely guidelines used to map colors. These are old categories and they were used to draw the yellow but the yellow does not include the estate residential categories. We have not finished hashing out what the densities are in the yellow. For example, for Village Residential we did and we dropped specifically the last two categories so these categories are historical and are not going to be the ones used in the future necessarily. L. Carmichael thinks that we need to discuss that because in Pine Valley, those 2 du/ac are there, built and are not going to go higher and she felt strongly that they should be recognized. K. Messer wanted to point out that it is not the right assumption to say that these are the defining categories.
- T. Barker said that there are different colors on both sides of the line and suggested those that do not fit into concepts should be different colors. She thinks that we need to keep going with the iterations.
- D. Coombs was disappointed on the focus of transit. When the group adopted concept C, the group specifically rejected the transit corridor with high density along I-15 and specifically asked for transit nodes. Alan Hoffman came up with the purple line concept, which can be used in a number of areas of the plan for future growth such as Ramona, Lakeside and Spring Valley. She asked if staff looked at accommodating densities to make transit such as flex trolleys. J. Smulian stated that staff did look at Alpine, Ramona and nodes on I-15. There is no way there can be fixed transit because we have to know where these people work so we cannot focus transit from the unincorporated areas to the incorporated area unless you have the possibility of changing and taking those people to their work and that does not exist at this time. We are at an interim stage where density and the population are becoming sufficient to have transit related development. We do not have a big demand for trolleys or light rail transit at this time. Also employment in the

unincorporated areas is a very small percentage according to SANDAG's view of employment growth.

- G. Piro was disappointed with the lack of employment sources and multi-family residential on the map. He disagrees with J. Smulian that employment service needs to be in South County because there are areas along the transit corridors and nodes on I-15. Feels that there is a lack of transit nodes and does not believe that there is going to be sewer out in Valley Center. Believes that there can be high density areas for multi-family in Fallbrook, Ramona and Valley Center targeting 29 du/ac and establish single-family homes. Disappointed that Alan Hoffman was not a bigger player in the land use distribution. Concerned that areas west of the line is being downzoned because of constraints.
- M. Adams asked when analyzing land use constraints, were they based on the existing or proposed land use constraints (referencing standards). L. Carmichael stated that staff did not look at the concepts in that manner. Staff did not look at the standards, just the constraints. K. Scarborough asked how the standards will be applied. J. Smulian responded that the standards would be used at a detailed scale and cannot be looked at on a broad scale like this.
 - ❖ **Addition made at the September 24, 2001 Interest Group Committee meeting:** E. Bowlby felt that the following statement he had made at the August 27, 2001 meeting should have been included in the minutes: There was no double dipping going on in terms of rezones. LeAnn had stated that environmental constraints were taken into consideration in zoning decisions which are part of our goals and policies and there should not be densities for subdivision parcelization in wetlands, floodplain areas, and steep hillsides.
- M. Adams asked what the percentage of public and private lands is in order to get a feel for what kind of territory we are dealing with in the next rendition of the map. He looks at it that anything left of the line, which is essentially MSCP land, has been downzoned. He has concerns with that because there are some MSCP agreements and there is a reliance to develop any remaining parcel of land and to have it downzoned will be an extra hit which goes against the agreement so those lands should be put back to what it was before. In concept D, he thought that it was a land use tool or component that could be applied east of the CWA. He did not consider it as a blanket tool for all lands east of the CWA. If we are going to be as aggressive in preserving lands then we need be as equally aggressive to developing the remaining portions of land to its fullest potential if we are to address B. Tabb's concern, as well as the rest of the development community, to realistically provide for future growth in this region.
- D. Silver suggested the group have subsequent meetings to look at the maps with staff and to stick with the concepts. He was concerned that there was too much yellow west of the line. L. Carmichael responded that west of the CWA, within those yellow areas, are additional subdivisions. Speaking to where the delineated line of the yellow is, we went by the concepts, which did not include additional land. B. Tabb responded that most those yellows are 1 du/ac and asked if most the yellow is built out, where the growth is going to go.
- A. Stehly did not consider all the yellow east of the line to be that much yellow. Small farms are supposed to go into Semi-Rural east of the line and if you knock it out then you will lose the support of the Farm Bureau.
- B. Gendron suggested that overlays be made to show changes rather than making a whole new map. She stated that she would hate to see more growth induced on Alpine and mentioned that communities are going to have the option to pick concepts.
- P. Pryde stated that concept D meant Core Support in terms of density. He suggested that east of the CWA, the Village Core be changed to Core Support and to eliminate Semi-Rural.
- K. Messer wanted to remind everyone to read the text of what the group had agreed to.
- L. Higgins asked what the minimum parcel size was in the green area. East of the line is 40 acres. She requested that A. Stehly show a map that identified where active agriculture is. A. Stehly responded that the intense agriculture is where water is and the non-intensive is where cheap land is located.

- B. Tabb wanted to make sure if it was accurate in the way the map was done. He asked if the yellow shown on there now are existing one to two acre lots and if staff did not expand areas to account for future growth because he does not believe that that is enough yellow.

Overall Issues –

- Specific Plans – details and MSCP
- Semi-Rural – yellow east and west of CWA and concept D
- Concepts – are they working and how are they applied
- 10 acres – Semi-Rural category
- Densities – coordinate with concept D, old vs. new, different colors per chart
- Transit
- TDRs

Request –

- D. Coombs asked what was going on with each of the reservations. C. Chase asked for a summary of each tribe.

Agenda Item VI: Public Comments –

- Written submission by Cathy O'Leary and John Carey – “A truly ‘Smart Growth’ plan or vision would stop urban sprawl and protect our rural lands. Please stop processing hundreds of residential (which are gobbling up our remaining open space) and commercial projects until the 2020 plan is completed. We should minimize development of our back country and invest in cities to make them viable. Eliminate development in environmentally sensitive areas and protect these resource areas as constrained areas.”
- D. Van Dierendonck stated that what irritates communities is that we have development but we do not have the infrastructure and now we are being coerced into how we are going to meet this. Agriculture has been stated and 65% are small farms of ornamentals. The farm bureau does not recognize the equine industry.
- D. Shibley stated that farms are created by zoning.
- B. McDonald said that he sees a lot of yellow east of the line and that red next to green is a good thing because it denotes compact development. Feels that the group needs to address sprawl.
- L. Baker would like to see separate colors to help us identify sending and receiving sites and suggested an agriculture overlay.